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ABSTRACT

This report presents results of a study of the administrative and governance structure of the California Maritime Academy and the Academy's relation to the California State University as well as the advantages and disadvantages of the State University's Trustees assuming more responsibility for the governance of the Academy. These responsibilities include incorporating the Academy into the State University as the State University's 21st campus or as a satellite to an existing campus. The report provides background information on the Academy, its current governance, and its distinctive educational mission. It then reviews the Academy's relations with the State University. Following an analysis of the pros and cons to merging the Academy with the State University, the report presents its recommendation that the Academy continue to be governed by a separate independent Board of Governors, but that the Board take action to strengthen its leadership role in establishing policy for the Academy. In addition, the Commission recommends that the Board seek to involve itself in planning and goal setting for the Academy, to insure serving the needs of all Californians seeking a maritime career, and the Commission offers a number of specific suggestions to achieve that goal. (GLR)

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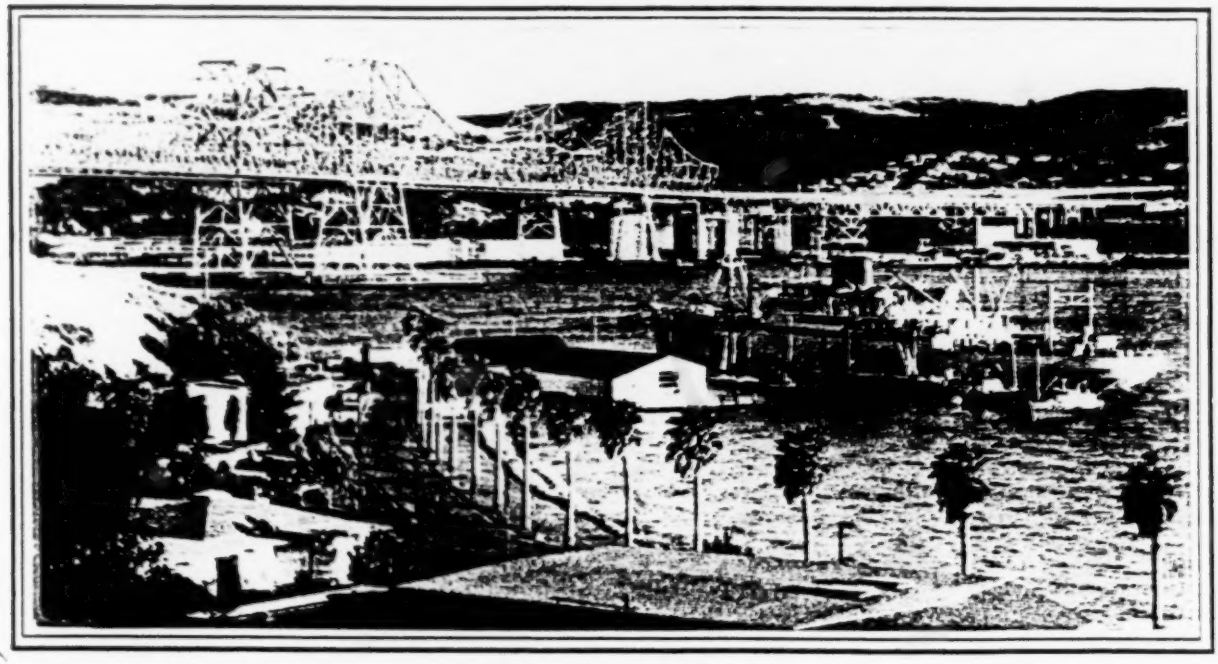
THE CALIFORNIA MARITIME ACADEMY AND THE CALIFORNIA STATE UNIVERSITY



CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

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Summary

In the Supplemental Report of the 1990 Budget Act, the California Legislature directed the Commission to study the existing administrative and governance structure of the California Maritime Academy and the Academy's relation to the California State University as well as the advantages and disadvantages of the State University's Trustees assuming more responsibility for the governance of the Academy, including incorporating the Academy into the State University as the State University's twenty-first campus or as a satellite to an existing campus.

In this report, the Commission responds to that legislative request. It provides background information on the Academy, its current governance, and its distinctive educational mission. It then reviews the Academy's relations with the State University -- currently limited to an interagency agreement for legal and legislative representation. It weighs the pros and cons of merging the Academy with the State University; and it then recommends that the "Academy continue to be governed by a separate independent Board of Governors, but that the Board take action to strengthen its leadership role in establishing policy for the Academy." The Commission thus recommends that the "Board seek to involve itself in planning and goal setting for the Academy, to insure its development as a higher education institution that serves the needs of all Californians seeking a maritime career," and the Commission offers a number of specific suggestions to achieve that goal.

The Commission adopted this report at its meeting on April 28, 1991, on recommendation of its Policy Development Committee. Additional copies of the report may be obtained from the Publications Office of the Commission at (916) 324-4991. Questions about the substance of the report may be directed to Diana Fuentes-Michel of the Commission staff at (916) 322-8025.

On the cover: The Carquinez Strait from the campus of the California Maritime Academy, with the Academy's training ship, the *Golden Bear*, at the right.

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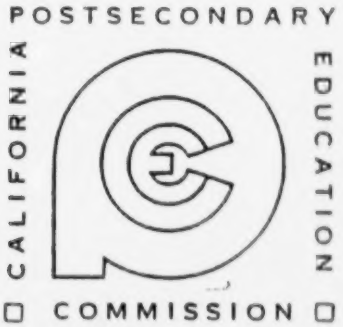
THE CALIFORNIA MARITIME ACADEMY AND THE CALIFORNIA STATE UNIVERSITY

A Report to the Legislature and the Department of Finance in Response to Supplemental Report Language of the 1990 Budget Act

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION
Third Floor • 1020 Twelfth Street • Sacramento, California 95814-3985



COMMISSION REPORT 91-9
PUBLISHED APRIL 1991

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The California Maritime Academy and the California State University

Background on the report

In this report, the California Postsecondary Education Commission responds to the following language in the Supplemental Report of the 1990 Budget Act:

> **Item 6420-001-001 -- California Postsecondary Education Commission**
>
> 1 **Study on Relationship of Maritime Academy and CSU.** It is the intent of the Legislature that the California Postsecondary Education Commission (CPEC) study the historical relationship of the California Maritime Academy (CMA) to the California State University (CSU). The study shall identify (1) to what extent the existing relationship between the two institutions meets the academy's administrative, educational, fiscal, and legal responsibilities, and (2) the advantages and disadvantages of the CSU Board of Trustees assuming more responsibility for the governance of the academy, including incorporating the CMA into the CSU as the CSU's 21st campus or as a satellite to an existing campus. The CPEC shall report its findings, including any recommendations for changes in governance for the Maritime Academy that it feels may be needed, to the Joint Legislative Budget Committee, the Department of Finance, and the appropriate legislative policy and fiscal committees by March 1, 1991.

The Legislature's request resulted from a debate in the budget subcommittees regarding the governance of the Academy and whether its program should be incorporated within the California State University.

To prepare this report, the Commission staff reviewed internal documents provided by the Academy to gain information about the internal workings of the Academy and the role of its Board of Governors in its governance. The staff then reviewed the research literature on the nation's maritime academies and contacted federal authorities with the federal Maritime Administration to learn about the federal government's role in supporting maritime education and training. Finally, the staff also conducted interviews and consultative sessions with the Academy's president and its Board of Governors, as well as staff members of the Legislature, the Department of Finance, and the California State University in order to gain an understanding of the Academy's existing relationship with the State University and of issues affecting its administration and governance.

Background of the Academy

The California Maritime Academy is an independent, four-year State-supported institution offering accredited degree programs in the four fields of marine transportation, marine engineering technology, mechanical engineering, and business administration. Established in 1929 by the California Legislature as the California Nautical School, the Academy was initially operated under the direction of the State Department of Education and offered three-year vocational programs leading to licensure of its graduates as merchant marine officers. In 1972, the Legislature enacted legislation making the Academy an independent postsecondary institution and broadened its curriculum to offer bachelor of science degrees in marine engineering technology and nautical industrial technology. In 1977, the Academy received accreditation as a four-year degree-granting institution from the Western Association of Schools and Colleges and today is also recognized by the Accreditation Board for Engineering and Technology and the National Association for Industrial Technology.

Section 70000 of the State's Education Code states the mission of the Academy is "to provide instruction on the nautical sciences, marine engineering and related fields, including all those necessary to provide the highest quality, licensed officers for the American Merchant Marine and California maritime industries." The Academy operates a four-year program for eleven months of the year with students required to reside on campus or, during its annual four-week cruise, on the Academy's training ship -- the *Golden Bear*. That cruise for beginning sophomores, juniors and seniors provides its graduates with a total of 36 weeks of operating ship experience, enabling them to meet regulations of the U.S. Coast Guard and international maritime organizations for time at sea. Graduates earn Bachelor of Science degrees and licensure as merchant marine officers.

As a four-year State-supported institution, the Academy is unique to California higher education in the following ways:

1. Its educational mission is specialized, closely resembling a professional graduate school, whose mission is to prepare its students for licensure in a specified profession. In four academic years, the Academy prepares its students for a particular profession -- a career in the maritime industry -- unlike the University of California or the California State University which, at the undergraduate level, prepare their students for a broad range of careers. Academy graduates complete an average of 184 units -- equivalent to more than five and one half years of academic training in four academic years.

2. The Academy's curriculum is exclusively based in the fields of mathematics and science, requiring its students to complete extensive training in laboratories, ship simulators, and ultimately 36 weeks aboard a ocean vessel to successfully meet the Academy's graduation requirements. The Academy's program is expensive when comparing the average undergraduate per-student costs at the University or the State University which the Commission in its *Higher Education at the Crossroads* report identified as $11,592 and $7,005, respectively. (It is important to note that these per-student costs represent average per-student costs across the curriculum and are not curriculum specific.) The Governor's proposed budget for the Academy in fiscal year 1991-92 is $10.1 million, including $7.1 million in State General Fund support. The budget proposes to maintain the current student enrollment of 400 students and academy personnel of 136.5 personnel years. The General Fund per-student cost of $17,750 is inclusive of costs for maintaining and operating the laboratory and simulator equipment which is used throughout the Academy's curriculum.

3. Since 1972, the Academy has charged tuition to its students. This policy differs from the State's Master Plan policy that provides that the State will bear the primary responsibility for higher education. Resident tuition and fees (including room and board) will total $5,765 for the academic year 1991-92, with nonresident students paying an additional tuition cost of $4,173 (this fee schedule reflects the Governor's proposed 20 percent increase in resident fees and nonresident tuition).

4. Finally, the Academy differs from the other public four-year colleges and universities by requiring that all students reside on campus. The Academy's educational program includes on-campus residency as a training prerequisite to obtaining licensure as a maritime officer.

Current governance of the Academy

Current law provides that governance of the Academy be vested in a seven-member Board of Governors appointed by the Governor, with two members representing the field of higher education, two representing the maritime industry, and three representing the general public; and with the board chairperson selected from among the public members. All members' appointments are for four years in length and are not subject to Senate confirmation. Board members receive reimbursement for the travel expenses incurred for each meeting they attend, which are currently scheduled for approximately once a month.

Current law also provides that a representative of the federal Maritime Administration (MARAD) be requested to serve on the board as a non-voting member. The Western Regional director of the MARAD annually represents MARAD and attends

meetings of the Board at the federal government's expense.

By law, the Board has the authority to determine policies regarding the Academy's admissions and graduation requirements. It is responsible for establishing regulations that are in compliance with federal requirements concerning the procurement of purchase of supplies and materials necessary for the Academy's training ship -- the *Golden Bear*. It is also responsible for appointing and determining the compensation for all employees of the Academy, although, like other State agencies, it must follow Department of Personnel Administration salary procedures for establishing and adjusting State civil service salaries. (The Academy's academic faculty are classified as exempt appointees under the State's civil service system, while its vocational education faculty and all other employees are appointed to classifications within State civil service.)

The Board establishes general policy and program priorities through the adoption of its five-year plan, but it delegates the administration of the Academy's academic policies and programs to the president of the Academy, who is appointed by the board, serves at its discretion and as its secretary, and is responsible for the day-to-day operations of the Academy.

Relation of the Academy to other agencies and institutions

Existing statute provides that the Academy may contract with the State Department of Education or "other appropriate State agencies" for personnel services, but the Academy no longer contracts with the Department or any other State agencies for these services.

Division 6, Section 70022 of the California Education Code (adopted in 1972 as Chapter 1069) authorizes the Board to contract with the Trustees of the California State University "for compensation either by direct payment or exchange of services or use of facilities, for legal services, legislative representation, and assistance in curriculum development."

Presently, the Board contracts with the Trustees only for legal and legislative representation services. It enters into an annual interagency agreement with the Trustees for this support on a flat-fee basis. In 1990-91, its cost of contracting for these services is $27,500.

Legal services and legislative representation

Under the interagency agreement, the State University provides the Academy with access to its Legal Counsel and staff, who provide legal consultation to the Academy's president and Board of Governors on a case-by-case basis. This agreement includes legal representation at all State Personnel Board hearings involving employee actions and at all civil court actions taken against the Academy, as well as attendance at the Board's monthly meetings to advise the Board during its deliberations. The Academy president and administrative staff believe these legal services to be adequate in meeting their own legal obligations.

Under the Academy's agreement with the State University for legislative representation, the Academy's president has usually testified in person before the Legislature on the Academy's budget or at special hearings concerning the Academy, while requesting that the State University represent the Academy at other legislative hearings.

During the development of this report, Commission staff recommended that the Academy's new president take actions to strengthen its agreement with the State University regarding legislative matters. These recommendations have included establishment of a legislative program reviewed and approved by the Board of Governors, establishment of a process to monitor legislative activity, and identification of legislative strategies to be employed by the CSU government affairs (on behalf of the Academy). These strategies will be annually reviewed. The Academy has indicated that it is reexamining its legislative program and the benefits of subscribing to a electronic legislative bill tracking service. The Commission believes that the Academy's own review of its legislative program will strengthen its understanding of what particular legislative issues should be addressed by the State University under the agreement.

Curriculum consultation

Although existing statute allows the Board of Governors to seek the advice and consultation of the State University in developing and revising its curriculum, in recent years, the Academy has not sought the assistance of the State University on curriculum matters. The Legislature provided the Academy with the authority to request curriculum assistance from the State University when the Academy was making the transition from a nonaccredited three-year institute to an accredited baccalaureate degree-granting four-year institution. Since receiving this accreditation in 1977, the Academy has had only limited contact with the State University's Chancellor's Office on matters of curriculum development but maintains ongoing consultation with the federal Maritime Administration and its private industry advisory council on curriculum changes.

The Academy awards the bachelor of science degree in the academic fields of marine transportation, business administration, mechanical engineering, and marine engineering technology. Its students must successfully pass the U.S. Coast Guard third mate or third assistant engineering licensure examinations as a requirement for graduation. Given the specialized mission of the Academy, its curriculum development follows not only the collegiate standards established for four-year colleges and universities but those standards established by the maritime industry and the federal government. To retain its federal financial support, it must adhere to the curriculum standards established not only by the national technological accreditation boards and the Western Association of Schools and Colleges (WASC) but also by the federal Maritime Administration. These latter standards specify the core professional subject areas for merchant marine training that the Maritime Administration and the Coast Guard consider essential for licensure of professional maritime officers, including extensive and specialized training and preparation in laboratories that simulate on-board ship experience plus 36 weeks of training aboard ship.

Curricular similarities and differences between the Academy and the State University

Currently, the Academy is one of only seven maritime academies in the United States -- (six state and one federal) -- and the only maritime academy on the West Coast. No other institution in California prepares students to enter maritime careers directly as licensed merchant marines. Presently, ten California State University campuses offer academic degrees in mechanical engineering, but none of them offer a minor or specialization in a related maritime field. In addition, no other four-year public institutions offer degrees in marine transportation or marine engineering technology.

The Academy also awards bachelor's degrees in business administration, as do 18 of the 20 State University campuses and six of the eight general University of California campuses -- but none of those other institutions offer a minor or preparation in marine transportation or an associated speciality. While students considering a career as a licensed maritime officer may chose an alternative route of academic study at one of those institutions, the preparation and training provided by the Academy cannot be duplicated without gaining training and sea experience in non-licensed positions within private industry of at least three to five years duration.

The role of the Board of Governors

Sections 70020-70039 of the Education Code specifies the responsibilities of the Academy's Board of Governors in establishing policy for the Academy's management and operations. The current eight-member board meets at least six times a year to review and take action on budget and operational matters of concern to the Academy. The board has no line-item budget for its activities nor staff directly assigned to it. The president, acting as the board's secretary, sets the Board's meeting agendas in consultation with the elected chair of the Board.

In reviewing the role of the Board of Governors, the Commission has observed:

1. The need for establishing a goal-setting process that provides that the Board of Governors annually sets and reviews its policy agenda for each upcoming academic year;
2. The need for the Academy to review its existing organizational structure to determine whether the Academy is appropriately staffed to provide adequate supervision and services to the 400 resident students it enrolls; and,
3. The need to better communicate the mission and goals of the Academy to the citizens of the State of California.

After lengthy study of the Academy's operations and consultation with the Academy's Board, president, and campus administrators, the Commission recommends that the Board take actions to:

1. Establish an annual policy agenda for the Academy which is developed through internal consultation of faculty, students and staff and disseminated externally to all parties concerned about the development and well-being of the Academy.
2. Annually identify a legislative program and determine a process for informing the Board of fiscal and policy issues affecting higher education. While few legislative measures that directly affect the Academy are introduced by the Legislature each year, the Academy's Board of Governors and administration should be knowledgeable and active participants in the key issues related to higher education policy. State policy issues such as student fee policy, long-range planning for campus expansion, and progress in achieving educational equity, are all policy issues which the Academy should be engaged in at the State level.
3. Examine the Academy's organizational structure to determine whether the appropriate level and type of faculty, administrative and support staff is provided in each department and/or division of the institution. The Academy, in consultation with the Department of Personnel Administration and the State Personnel Board, conduct a review of its personnel structure and practices.
4. Further explore and expand its curriculum development activities to include broader participation in academic organizations and groups such as the College Board and the Western Association of Schools and Colleges to insure that the Academy's curriculum is responsive to societal and industry trends; and,
5. Establish a public affairs strategy for providing information on the Academy's mission and goals, as well as outreach activities to the local and statewide communities. The Academy in recent years has staffed this function in a limited capacity and has not provided ongoing information to outside groups. This activity would assist external groups and agencies in participating and sponsoring activities with the Academy.

Disadvantages and advantages of merging the Academy with the State University

The primary focus of this study is to make recommendations regarding whether the Academy's Board of Governors should be disbanded and the responsibility for governing the Academy be transferred to the California State University's Trustees. After examining the current relationship of the Academy to the State University and the current role and responsibilities of the existing board, the Commission recommends that the Academy's Board of Governors be maintained but that the Board strengthen its leadership role in setting policy for the Academy and take decisive action to clearly articulate its existing relationship with the State University, particularly in matters of curriculum development and legislative concern.

The absorption of the Academy as an entity within the California State University at this time would not appear to benefit the Academy's students. Placing the Academy's governance with the California State University would not provide a preferable alternative to this problem. The Academy, as a public institution, must be responsive to both its educational and vocational mission of providing a baccalaureate education in a maritime field. The current board structure, which includes members of the higher education community, maritime industry, and the general public, can work effectively to achieve the mission of the Academy by taking a more active role in policy making. Since its evolu-

tion in 1977 as an accredited institution of higher education, the Academy has had limited involvement with other educational agencies. This occurred largely due to the Academy's size and function. The institution views itself as a maritime training school first, and has placed a lesser priority on developing the other aspects of its institutional mission. This isolation has severely hampered the Academy's ability to learn about and involve itself with changes in the State's schools and colleges.

The Commission recommends that action be taken to strengthen the existing Board's involvement in planning and policy setting, with an emphasis on integrating the institution's educational and vocational goals for the Academy.

Conclusion

In brief, the Commission recommends that the Maritime Academy continue to be governed by a separate independent Board of Governors, but that the Board take action to strengthen its leadership role in establishing policy for the Academy.

Specifically, the Commission recommends that the Board seek to involve itself in planning and goal setting for the Academy, to insure its development as a higher education institution that serves the needs of all Californians seeking a maritime career.

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

THE California Postsecondary Education Commission is a citizen board established in 1974 by the Legislature and Governor to coordinate the efforts of California's colleges and universities and to provide independent, non-partisan policy analysis and recommendations to the Governor and Legislature.

Members of the Commission

The Commission consists of 15 members. Nine represent the general public, with three each appointed for six-year terms by the Governor, the Senate Rules Committee, and the Speaker of the Assembly. The other six represent the major segments of postsecondary education in California.

As of March 1991, the Commissioners representing the general public were:

Lowell J. Paige, El Macero; *Chair;*
Henry Der, San Francisco; *Vice Chair;*
Mim Andelson, Los Angeles;
C. Thomas Dean, Long Beach;
Rosalind K. Goddard, Los Angeles;
Helen Z. Hansen, Long Beach;
Mari-Luci Jaramillo, Emeryville;
Dale F. Shimasaki, San Francisco
Stephen P. Teale, M.D., Modesto.

Representatives of the segments were:

Joseph D. Carrabino, Orange; appointed by the California State Board of Education;

James B. Jamieson, San Luis Obispo; appointed by the Governor from nominees proposed by California's independent colleges and universities

Meredith J. Khachigian, San Clemente; appointed by the Regents of the University of California;

John F. Parkhurst, Folsom; appointed by the Board of Governors of the California Community Colleges;

Theodore J. Saenger, San Francisco; appointed by the Trustees of the California State University; and

Harry Wugalter, Thousand Oaks; appointed by the Council for Private Postsecondary and Vocational Education.

Functions of the Commission

The Commission is charged by the Legislature and Governor to "assure the effective utilization of public postsecondary education resources, thereby eliminating waste and unnecessary duplication, and to promote diversity, innovation, and responsiveness to student and societal needs."

To this end, the Commission conducts independent reviews of matters affecting the 2,600 institutions of postsecondary education in California, including community colleges, four-year colleges, universities, and professional and occupational schools.

As an advisory planning and coordinating body, the Commission does not administer or govern any institutions, nor does it approve, authorize, or accredit any of them. Instead, it cooperates with other State agencies and non-governmental groups that perform these functions, while operating as an independent board with its own staff and its own specific duties of evaluation, coordination, and planning.

Operation of the Commission

The Commission holds regular meetings throughout the year at which it debates and takes action on staff studies and takes positions on proposed legislation affecting education beyond the high school in California. By law, its meetings are open to the public. Requests to speak at a meeting may be made by writing the Commission in advance or by submitting a request before the start of the meeting.

The Commission's day-to-day work is carried out by its staff in Sacramento, under the guidance of its executive director, Kenneth B. O'Brien, who is appointed by the Commission.

The Commission publishes and distributes without charge some 30 to 40 reports each year on major issues confronting California postsecondary education. Recent reports are listed on the back cover.

Further information about the Commission, its meetings, its staff, and its publications may be obtained from the Commission offices at 1020 Twelfth Street, Third Floor, Sacramento, CA 98514-3985; telephone (916) 445-7933.

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California Postsecondary Education Commission Report 91-9

ONE of a series of reports published by the Commission as part of its planning and coordinating responsibilities. Additional copies may be obtained without charge from the Publications Office, California Postsecondary Education Commission, Third Floor, 1020 Twelfth Street, Sacramento, California 95814-3985.

Recent reports of the Commission include:

90-22 Second Progress Report on the Effectiveness of Intersegmental Student Preparation Programs: The Second of Three Reports to the Legislature in Response to Item 6420-0011-001 of the 1988-89 Budget Act (October 1990)

90-23 Student Profiles, 1990: The First in a Series of Annual Factbooks About Student Participation in California Higher Education (October 1990)

90-24 Fiscal Profiles, 1990: The First in a Series of Factbooks About the Financing of California Higher Education (October 1990)

90-25 Public Testimony Regarding Preliminary Draft Regulations to Implement the Private Postsecondary and Vocational Education Reform Act of 1989: A Report in Response to Assembly Bill 1993 (Chapter 1324, Statutes of 1989) (October 1990)

90-26 Legislation Affecting Higher Education During the Second Year of the 1989-90 Session: A Staff Report of the California Postsecondary Education Commission (October 1990)

90-27 Legislative Priorities of the Commission, 1991: A Report of the California Postsecondary Education Commission (December 1990)

90-28 State Budget Priorities of the Commission, 1991: A Report of the California Postsecondary Education Commission (December 1990)

90-29 Shortening Time to the Doctoral Degree: A Report to the Legislature and the University of California in Response to Senate Concurrent Resolution 66 (Resolution Chapter 174, Statutes of 1989) (December 1990)

90-30 Transfer and Articulation in the 1990s: California in the Larger Picture (December 1990)

90-31 Preliminary Draft Regulations for Chapter 3 of Part 59 of the Education Code, Prepared by the California Postsecondary Education Commission for Consideration by the Council for Private Postsecondary and Vocational Education. (December 1990)

90-32 Statement of Reasons for Preliminary Draft Regulations for Chapter 3 of Part 59 of the Education Code, Prepared by the California Postsecondary Education Commission for the Council for Private Postsecondary and Vocational Education. (December 1990)

91-1 Library Space Standards at the California State University: A Report to the Legislature in Response to Supplemental Language to the 1990-91 State Budget (January 1991)

91-2 Progress on the Commission's Study of the California State University's Administration: A Report to the Governor and Legislature in Response to Supplemental Report Language of the 1990 Budget Act (January 1991)

91-3 Analysis of the 1991-92 Governor's Budget: A Staff Report to the California Postsecondary Education Commission (March 1991)

91-4 Composition of the Staff in California's Public Colleges and Universities from 1977 to 1989: The Sixth in the Commission's Series of Biennial Reports on Equal Employment Opportunity in California's Public Colleges and Universities (April 1991)

91-5 Status Report on Human Corps Activities, 1991: The Fourth in a Series of Five Annual Reports to the Legislature in Response to Assembly Bill 1829 (Chapter 1245, Statutes of 1987) (April 1991)

91-6 The State's Reliance on Non-Governmental Accreditation, Part Two: A Report to the Legislature in Response to Assembly Bill 1993 (Chapter 1324, Statutes of 1989) (April 1991)

91-7 State Policy on Technology for Distance Learning: Recommendations to the Legislature and the Governor in Response to Senate Bill 1202 (Chapter 1038, Statutes of 1989) (April 1991)

91-8 The Educational Equity Plan of the California Maritime Academy: A Report to the Legislature in Response to Language in the Supplemental Report of the 1990-91 Budget Act (April 1991)

91-9 The California Maritime Academy and the California State University: A Report to the Legislature and the Department of Finance in Response to Supplemental Report Language of the 1990 Budget Act (April 1991)

91-10 Faculty Salaries in California's Public Universities, 1991-92: A Report to the Legislature and Governor in Response to Senate Concurrent Resolution No. 51 (1965) (April 1991)